



City of Seattle

Gregory J. Nickels, Mayor
Department of Planning and Development
Diane Sugimura, Director

CITY OF SEATTLE
ANALYSIS AND DECISION OF THE DIRECTOR
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

Application Number: 2301391

Applicant Name: Michael Fancher and Thad Belefski Architects of Michael Fancher and Associates for Sisters of Providence Housing

Address of Proposal: 3201 SW Graham Street

SUMMARY OF PROPOSED ACTION

Master Use Permit for future construction of a 4-story, 75-unit low-income elderly apartment building with surface parking for 26 vehicles (High Point redevelopment). Related projects include: #2105600 for a contract rezone, demolition, grading and tree preservation; and #2202170 for a full subdivision.

The following approvals are required:

- **Design Review and Development Standard Departures**, pursuant to Chapter 23.41 Seattle Municipal Code.
- **SEPA - Environmental Determination**, pursuant to SMC Chapter 25.05.

SEPA DETERMINATION: ☐ Exempt ☐ DNS ☐ MDNS ☐ EIS

☒ DNS with conditions

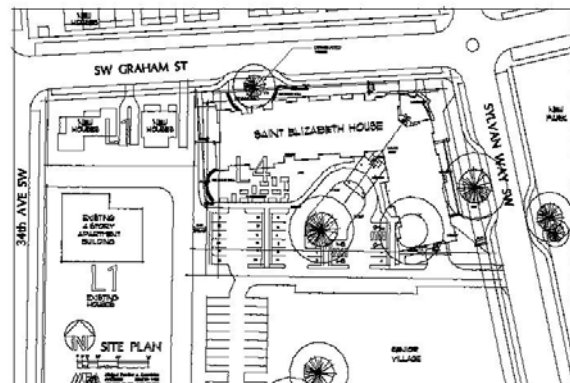
☐ DNS involving non-exempt grading or demolition or involving another agency with jurisdiction

BACKGROUND

Site and Vicinity

The applicant is proposing 75 units of low-income elderly housing with surface parking located in the rear of the building.

The site is the High Point community in West Seattle. The community was zoned Lowrise 1 (L1) and Single Family (SF). The proposal is the first project under the larger proposal to



The figure above is based on future platting of the High Point Community.

redevelop the High Point Community to provide approximately 1,600 units of new housing, approved under MUP 2105600 (rezone) and 2202170 (full subdivision). The site for this proposal, following construction of new rights of way under the referenced MUP approvals is located at the southwest corner of the intersection of SW Graham Street and Lanham Place SW as proposed under Project #2105600.

The site is located in a Multi-Family Residential Lowrise 4 (L-4) zone with a 37-foot base height limit. As a condition of the rezone, the site may only development to the density of an L-2 zone (1 unit/1,200 sq. ft.). Properties in the immediate area on the north side of SW Graham Street are zoned NC3-40 and L-4 while properties to the south and east are zoned L-4. Properties in the surrounding area are characterized by single family residential uses with some lower density multi-family development with one and two story commercial developments along 35th Avenue SW. The current proposal for the immediate vicinity of High Point include single family and multi-family structures and will include a public park on the east side of Lanham Place SW.

Public Comments

Public notice of the Master Use Permit application was published on September 11, 2003 and mailed to neighboring properties within 300 feet of the project site. The public comment period ended on September 24, 2003. No comment letters were received for this project.

In addition, three meetings occurred before the Design Review Board for West Seattle since the project is subject to Design Review. Approximately 10 people from surrounding properties attended these meetings.

ANALYSIS – DESIGN REVIEW

Early Design Guidance meetings

During the first Early Design Guidance meeting on April 24, 2003, the architect presented one conceptual plan for developing the site. The concept presented included a diagrammatic site plan, floor plan, massing diagrams and elevations. The proposed structure fronts on both SW Graham Street and Lanham Place SW in an “L” shaped configuration. The architect proposed to locate the main entry to the building, marked by a veranda, at the northeast corner of the site at the proposed street intersections, to be created during the replatting and dedication of streets.

The design located the required open space for the project on the interior of the site, south of the building and west of a proposed automobile drop-off area. The architect also proposed a “community room” immediately north of this drop-off area. The proposed surface parking area was proposed to be located along the south property line accessed through a shared access easement with proposed development to the south, beginning at proposed Lanham Place SW.

Due to the sloping topography onsite falling to the east, the design would vary the structure height between three and four stories in height while meeting the Lowrise 4 height limit for a structure with a pitched roof. The design proposed roof top open space to achieve additional open space. The design also shows an ADA accessible pathway encircling the building. Three of the existing trees onsite are proposed to be preserved as well.

At this meeting, the Board also took public comment concerning the proposal from citizens that were in attendance at the meeting. Following their deliberation, the West Seattle Design Review Board prioritized the following guidelines, identifying by letter and number those siting and design guidelines found in the City of Seattle's "*Design Review: Guidelines for Multifamily and Commercial Buildings*" of the highest priority to this project:

- A-1 Responding to Site Characteristics
- A-2 Streetscape Compatibility
- A-3 Entrances Visible from the Street
- A-5 Respect for Adjacent Sites
- A-6 Transition Between Residence and Street
- A-7 Residential Open Space
- A-8 Parking and Vehicle Access
- A-10 Corner Lots
- B-1 Height, Bulk and Scale Compatibility
- C-1 Architectural Context
- C-2 Architectural Concept and Consistency
- C-3 Human Scale
- C-4 Exterior Finish Materials
- D-1 Pedestrian Open Spaces and Entrances
- D-2 Blank Walls
- D-3 Retaining Walls
- D-4 Design of Parking Lots Near Sidewalks
- D-6 Screening of Dumpsters, Utilities and Service Areas
- D-7 Personal Safety and Security
- E-1 Landscaping to Reinforce Design Continuity with Adjacent Sites
- E-2 Landscaping to Enhance the Building and/or Site
- E-3 Landscape Design to Address Special Site Conditions

At the 2nd Early Design Guidance meeting held on July 10, 2003, the architect presented an updated design to respond to the guidance given by the Board. The applicant's presentation included: a site plan, elevations, abstract floors plans, a perspective drawing, material and color board, and a model.

During the presentation, the applicant articulated how he responded to the priority guidelines regarding height, bulk and scale, architectural concept and consistency, and architectural context. Some of the current design proposals include: a veranda fronting the proposed park, major entry near the prominent intersection, unified roof lines, additional modulation with projecting bays, and increased setbacks from the street to mirror the proposed multi-family structures to the west of the site.

DESIGN REVIEW BOARD RECOMMENDATIONS SUMMARY: DECEMBER 18, 2003 MEETING

At the final recommendation meeting, Michael Fancher gave a presentation on the function of the interior space using the floor plans. As requested by the Board, the architect also brought a color board to the meeting to provide examples of paint color as it relates to the stucco, hardy board, and board and batten siding.

As a result of budgetary constraints, several aspects of the previous design iteration were changed to include a smaller main entry with a gable roof, a change in material on the entry and veranda, and the porte-cochere was changed to a smaller covered entry along the drop-off zone.

The Board felt that the windows on the rendered perspective drawing looked different than what they reviewed at the last meeting. The previous windows had thicker mullions and were less horizontal. In addition, the Board recommended that the lounge be moved to the west of the main entry so that the entry is flanked by common space as opposed to a living space.

Departures from Development Standards:

Several departures have been requested at the time of this meeting and are listed below. The Board unanimously recommended granting **APPROVAL** of all of the requested departures presented at the December 18, 2003 final recommendation meeting

SUMMARY OF DEPARTURE REQUESTS

Request	Standard	Proposal	Rationale	Recommendation
Reduce modulation requirements	The minimum depth of modulation shall be (8-feet) for apartments in L-4 zones	Minimum depth of 2-feet and a maximum width of 30'-6"	Will meet the intent by providing modulation through out the façade.	Recommended Approval.
Increased structure width	L-4 zone Apartments= 90'	= 212.66'	Will be able to screen parking and provide continuity in the streetscape.	Recommended Approval.
Increased structure depth	65% of lot depth = 126.98'	= 147.58'	Will be able to screen parking and provide continuity in the streetscape.	Recommended Approval.

SUMMARY OF RECOMMENDATION

In general, the Board members in attendance indicated that the project met the Design Guidance that was prioritized at their previous meetings. The Board also indicated that there had been considerable effort by the applicant in developing the design, including addressing the concerns raised at previous meetings about the bulk and scale of the project.

Therefore, after considering the proposed design and the project context and reconsidering the solutions presented in relation to the previously stated design priorities, the three Design Review Board members in attendance unanimously recommended **APPROVAL** of the subject design and recommended several conditions.

DIRECTOR'S ANALYSIS - DESIGN REVIEW

The Director is bound by any consensus approval of the design and requested design departures, except in certain cases, in accordance with Section 23.41.014.F.3. These exceptions are limited to inconsistent application of the guidelines, exceeding the Board's authority, conflicts with SEPA requirements, or conflicts with state or federal laws. The Director has reviewed the Citywide Design Guidelines and finds that the Board neither exceeded its authority nor applied the guidelines inconsistently in the approval of this design. The Director also concurs with the conclusions of the Board that the project does meet the City-wide design guidelines.

DECISION - DESIGN REVIEW

The Director accepts the Board's recommendations to approve the project design and the requested departures. Conditions listed below are provided to ensure that the design details approved with this project are implemented through construction.

ANALYSIS - SEPA

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant and dated August 14, 2003, and annotated by this Department. This information in the checklist, supplemental information provided by the applicant (plans, including landscape plans, traffic analysis), comments from members of the community, and the experience of the lead agency with review of similar projects form the basis for this analysis and decision.

The SEPA Overview Policy (SMC 25.05.665) establishes the relationship between codes, policies, and environmental review. Specific policies for specific elements of the environment, certain neighborhood plans, and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority. The Overview Policy states in part:

"where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation (subject to some limitations)."

Under certain limitations/circumstances (SMC 25.05.665 D 1-7) mitigation can be considered. Thus, a more detailed discussion of some of the impacts is appropriate.

Short-term Impacts

Demolition and construction activities could result in the following temporary or construction-related adverse impacts:

- construction dust and storm water runoff;
- erosion;
- increased traffic and demand for parking from construction equipment and personnel;
- increased noise levels;
- occasional disruption of adjacent vehicular and pedestrian traffic;
- decreased air quality due to suspended particulates from building activities and hydrocarbon emissions from construction vehicles and equipment;
- increased noise; and
- consumption of renewable and non-renewable resources.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts: The Noise Ordinance, the Stormwater Grading and Drainage Control Code, the Street Use Ordinance, and the Building Code. The Stormwater, Grading and Drainage Control Code regulates site excavation for foundation purposes and requires that soil erosion control techniques be initiated for the duration of construction. The Street Use Ordinance requires debris to be removed from the street right-of-way, and regulates obstruction of the pedestrian right-of-way. Puget Sound Clean Air Agency regulations require control of fugitive dust to protect air quality. The Building Code provides for construction measures in general. Finally, the Noise Ordinance regulates the time and amount of construction noise that is permitted in the City. Compliance with these applicable codes and ordinances will reduce or eliminate most short-term impacts to the environment.

Noise

In addition to the Noise Ordinance requirements in SMC 25.08, to reduce the noise impact of construction on nearby properties, all other construction activities shall be limited to non-holiday weekdays between 7:30 a.m. and 6:00 p.m. In addition to the Noise Ordinance requirements, to reduce the noise impact of construction on nearby residences, only low noise impact work such as that listed below, shall be permitted on Saturdays and Sundays from 9:00 a.m. to 6:00 p.m.:

1. Surveying and layout;
2. Other ancillary tasks to construction activities will include site security, surveillance, monitoring, and maintenance of weather protecting, water dams and heating equipment.

After each floor of the building is enclosed with exterior walls and windows, interior construction on the individual enclosed floors can be done at other times in accordance with the Noise Ordinance. Such construction activities will have a minimal impact on adjacent uses. Restricting the ability to conduct these tasks would extend the construction schedule, thus the duration of associated noise impacts. DPD recognizes that there may be occasions when critical construction activities could be performed in the evenings and on weekends, which are of an emergency nature or related to issues of safety, or which could substantially shorten the total construction time frame if conducted during these hours.

Therefore, the hours may be extended and/or specific types of construction activities may be permitted on a case-by-case basis by approval of the Land Use Planner prior to each occurrence.

Periodic monitoring of work activity and noise levels will be conducted by DPD Construction Inspections.

As conditioned, noise impacts to nearby uses are considered adequately mitigated.

Grading

A mass grading permit for this site has been reviewed and issued at the time of this decision. Minimal additional grading is proposed for the construction on site. The applicant has noted that cut and fill will remain onsite and will not need to be transported off-site. If material is transported to or from the site, City code (SMC 11.74) provides that material hauled in trucks not be spilled during transport. The City requires that a minimum of one foot of "freeboard" (area from level of material to the top of the truck container) be provided in loaded uncovered trucks which minimize the amount of spilled material and dust from the truck bed enroute to or from a site. No conditioning of the grading/excavation element of the project is warranted pursuant to SEPA policies.

Construction Parking

Construction of the project is proposed to last for approximately 12 months. Concerns were raised through the review process concerning the effect of construction related traffic impacts on adjacent streets. On-street parking in the vicinity is limited, and the demand for parking by construction workers during construction could exacerbate the demand for on-street parking and result in an adverse impact on surrounding properties.

Accordingly, the owner and/or responsible party shall assure that construction vehicles and equipment are parked on the subject site for the term of construction whenever possible. To further facilitate this effort, the owner and/or responsible party shall submit a construction phase transportation plan. The plan shall identify approximate phases and duration of construction activities, haul routes to and from the site, address ingress/egress of trucks/personnel/equipment and construction worker parking. These conditions will be posted at the construction site for the duration of construction activity. The authority to impose this condition is found in Section 25.05.675B2g of the Seattle SEPA ordinance.

Long-term Impacts

Long-term or use-related impacts are also anticipated from the proposal and include: potentially decreased water quality in surrounding watersheds; increased bulk and scale on the site; increased ambient noise due to increased human activity; increased demand on public services and utilities; increased light and glare; increased energy consumption, increased on-street parking demand. These long-term impacts are not considered significant because the impacts are minor in scope.

Parking

With this proposal, parking for 26 vehicles will be provided on-site for the low-income elderly apartments. According to the Institute of Transportation Engineers (ITE) Parking Generation

manual 2nd edition, the peak parking demand for a *market-rate* retirement community with 75-units generates a total parking demand of 20 parking spaces on weekdays. On-site parking spaces for 26 automobiles are provided.

The ITE manual does not address low-income elderly housing; however low-income housing tends to have less of a peak parking demand than market-rate housing. Therefore, no mitigation is warranted under SEPA.

Other Impacts

Several adopted Codes and Ordinances and other Agencies will appropriately mitigate the other use-related adverse impacts created by the proposal. Specifically, these are the Puget Sound Clean Air Agency (increased airborne emissions); and the Seattle Energy Code (long-term energy consumption). The other impacts not noted here as mitigated by codes, ordinances, or conditions (increased ambient noise; increased pedestrian traffic, increased demand on public services and utilities) are not sufficiently adverse to warrant further mitigation by conditions.

DECISION - SEPA

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the requirement of the State Environmental Policy Act (RCW 43.21.C), including the requirement to inform the public of agency decisions pursuant to SEPA.

[X] Determination of Non-Significance. This proposal has been determined to not have a significant adverse impact upon the environment. An EIS is not required under RCW 43.21C.030(2)(C).

[] Determination of Significance. This proposal has or may have a significant adverse impact upon the environment. An EIS is required under RCW 43.21C.030(2)(C).

CONDITIONS - DESIGN REVIEW

Non-Appealable Conditions

1. Any proposed changes to the exterior of the building or the site or must be submitted to DPD for review and approval by the Land Use Planner (Bryan Stevens, 684-5045). Any proposed changes to the improvements in the public right-of-way must be submitted to DPD and SDOT for review and for final approval by SDOT.
2. Compliance with all images and text on the MUP drawings, design review meeting guidelines and approved design features and elements (including exterior materials, landscaping and ROW improvements) shall be verified by the DPD planner assigned to this project (Bryan Stevens, 684-5045), or by the Design Review Manager. An

appointment with the assigned Land Use Planner must be made at least (3) working days in advance of field inspection. The Land Use Planner will determine whether submission of revised plans is required to ensure that compliance has been achieved.

3. Embed all of these conditions in the cover sheet for the MUP permit and for all subsequent permits including updated MUP plans, and all building permit drawings.

Prior to Issuance of the Master Use Permit

1. Provide and attach a copy of the recorded full subdivision (project #2202170) to all sets of plans and update the legal description to match the final plat.

During Construction:

1. All changes to the exterior facades of the building and landscaping on site and in the ROW must be reviewed by a Land Use Planner prior to proceeding with any proposed changes.

Prior to Issuance of a Certificate of Occupancy:

1. Compliance with the approved design features and elements, including exterior materials, roof pitches, facade colors, landscaping and ROW improvements, shall be verified by the DPD Planner assigned to this project. Inspection appointments with the Planner (Bryan Stevens, ph.206-684-5045) must be made at least 3 working days in advance of the inspection.

CONDITIONS - SEPA

Prior to issuance of any Construction or Grading Permits

1. The owner(s) and/or responsible party(s) shall secure DPD Land Use Planner approval of construction phase transportation and pedestrian circulation plans. Appropriate SDOT and King County METRO participation in development of the plans shall be documented prior to DPD approval. The plans shall address the following:
 - Ingress/egress and parking of construction equipment and trucks;
 - Truck access routes, to and from the site, for the excavation and construction phases;
 - Street and sidewalk closures;
 - Potential temporary displacement/relocation of any nearby bus stops.

During construction:

1. The owner(s) and/or responsible party(s) shall comply with the construction phase parking plan. A copy of that plan must be kept on-site.
2. All construction activities shall be limited to non-holiday weekdays between 7:30 a.m. and 6:00 p.m. In addition to the Noise Ordinance requirements, to reduce the noise impact of construction on nearby residences, only low noise impact work such as that listed below, shall be permitted on Saturdays and Sundays from 9:00 a.m. to 6:00 p.m.:

- Surveying and layout;
- Other ancillary tasks to construction activities will include site security, surveillance, monitoring, and maintenance of weather protecting, water dams and heating equipment.

After each floor of the building is enclosed with exterior walls and windows, interior construction on the individual enclosed floors can be done at other times in accordance with the Noise Ordinance. These hours may be extended and/or specific types of construction activities may be permitted on a case-by-case basis by approval of the Land Use Planner prior to each occurrence. Periodic monitoring of work activity and noise levels will be conducted by DPD Construction Inspections.

Signature: _____ Date: March 29, 2004
Bryan Stevens, Land Use Planner
Department of Planning and Development
Land Use Services

BCS:bg

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